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ABSTRACT

In order to investigate state-wide and institutional policies governing tuition waivers for older adult students at two-year colleges, a nationwide study was conducted, involving: (1) a literature review; (2) a survey of the state administrators of community colleges; (3) a survey of 146 institutions with tuition waiver policies; and (4) interviews with selected state and institutional administrators. The study sought information on the existence and details of state-wide policies and how they were established; who is eligible for tuition waivers and who is actually assisted; older adult enrollments in credit courses (for which tuition waivers are more frequently available) and non-credit courses (in which older adult enrollments are higher); and factors, including tuition waivers, which influence older adult student enrollments. Additionally, the kinds of support services that are available for older adults were identified, as were reasons why these services are not generally provided. The study revealed that the non-credit community education division was usually responsible for coordinating and administering senior programs, and that while courses in coping, survival, and developmental skills are being offered, older adults who need these skills are not being reached. Another area of investigation was funding of credit and non-credit community education programs. Several programs are highlighted in the report. (JP)

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FREE AND REDUCED TUITION POLICIES FOR OLDER ADULT STUDENTS AT TWO-YEAR COMMUNITY, JUNIOR, AND TECHNICAL COLLEGES

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Introduction

By the early 1970s many colleges and universities had established policies of free or reduced tuition for older adult students. The primary factors motivating this action were:

- ☐ Decreasing numbers of the traditional age student, which created the need to attract new nontraditional groups; and
- ☐ Increased public interest in improving the life-situation of older persons.

The removal of tuition was thought to eliminate financial barriers and encourage participation of older persons on a fixed income and lower socio-economic groups.

When these policies were first established at an institution there was a noticeable increase in the number of older adult students, but in the succeeding years the rate of increase did not keep pace with the number of senior programs that were offered.

Drastic economic changes in the late 1970s resulted in:

- ☐ Tightening of state legislative appropriations for public institutions, and a growing resistance on the part of citizens to vote for higher taxes to support local two-year institutions.
- ☐ Eroding of the adequacy of a fixed retirement income, which forced many retired persons whose skills were outdated to seek paid employment.
- ☐ Decreasing number of courses in the continuing education or community service division--the part of an institution where the majority of senior programs are offered.

With increasing demands for existing educational funds, it has become important to examine these policies of free or reduced tuition and determine:

- ☐ To what extent are policies increasing access to learning activities?

- ☐Are these policies benefiting persons from lower socio-economic groups?
- ☐Are these policies covering the type of courses through which persons can find assistance in meeting their diverse learning needs?
- ☐Is the source of funding for these policies a factor in determining the extent to which an institution will publicize their availability?

It is also important at this time to:

- ☐Identify some of the innovative methods of funding senior courses and programs used at various institutions around the country; and
- ☐Assess alternative types of financial assistance for the older student that might have merit for future consideration.

Previous studies of tuition-waiver policies have looked at both two- and four-year institutions to determine:

- ☐The existence of state-wide policies and the provisions of these policies; and
- ☐The number of individual institutions of higher education that have established such policies.

This study is limited to two-year community, junior, and technical colleges. It examines the existence of state-wide policies regulating these institutions, as well as policies established by individual institutions in states without these policies. It explores whether these policies cover the types of courses taken by the majority of older adult students and whether they benefit or limit lifelong learning opportunities ☐

Methodology

A review was made of the literature on tuition waivers for older adult students. Then, in order to assess the benefits and limitations of tuition waiver policies at two-year community, junior, and technical colleges, two questionnaires were developed and pretested for use.

State administrators of community colleges in the fifty states were mailed a letter and questionnaire requesting the following information:

- ☐ Existence of a state-wide policy of free or reduced tuition for older adult students, the provisions of such a policy, and a copy of each legislative act or board policy;
- ☐ Enrollment figures for the past three years or, if such data was not available, an indication of the enrollment trend; and
- ☐ In regard to funding, the extent of state funding for credit and noncredit courses, the extent of funding for tuition waivers, and other sourses of funding available at the state level for noncredit community education courses.

Interviews were conducted with a number of state administrators of community colleges to better understand:

- ☐ The complexities of funding credit and noncredit courses in certain states;
- ☐ The methods of approving noncredit courses in which the majority of seniors register; and
- ☐ The ways the study might determine the strength of a state's commitment to the older adult student.

A subsample of 146 institutions having policies of tuition waivers for older adult students were mailed letters and questionnaires. These were addressed to the director of continuing education or community services. A follow-up letter was sent a month later to institutions that did not reply.

In 1977, the Institute of Lifetime Learning (American Association of Retired Persons and National Retired Teachers Association) surveyed 3,055 institutions of higher education in the United States and its territories that were listed in the Directory of the American Association of Community Colleges (1976) and the Educational Directory (National Center for Educational Statistics, 1976) regarding policies of free or reduced tuitions. In 1978, the researchers, in order to reexamine support services, determined that there were 1,093 institutions still maintaining a tuition policy.

This study identified 722 of these colleges that appeared in the 1979 Directory of Community, Junior, and Technical Colleges and calculated the number of institutions in each state that had adopted a tuition waiver policy. It was decided to focus on a 20 percent subsample. The number of institutions in each state reporting a policy was divided by the total sample. The percentage obtained was used to randomly select within each state the number of institutions surveyed. When the percentage fell below one percent in any state, one institution was randomly selected so as not to eliminate any state with institutions reporting a policy. In this way, 146 institutions were selected--79 urban and 67 rural.

Interviews were conducted with a number of directors of continuing education or community services to better understand the extent to which a state-wide policy or an individual institution's policy limits or provides support for senior course programming. The interviews also sought to discover new or innovative methods of funding senior programs.

The information received from various states should not be viewed as complete. If a state did not report information on a policy or funding practice it was not included in this report. The extreme variables in funding noncredit community education courses from one state to another, the diverse packaging of courses for older adults from one institution to another--in order to conform to that particular state's funding policy--make it difficult to draw comparisons. A state-wide policy was said to be in effect if it regulated more than one community college□

Literature Review

A pioneering tuition waiver program was established at the University of Kentucky during 1964. In the following years the Donovan Fellowship has enabled men and women 65 years of age or older to take courses at the University or any of its affiliated community colleges without having to pay tuition fees. They may attend courses either for audit or for credit along with younger students. Under this program, 1,111 persons have enrolled at the University and 573 persons have enrolled in classes at affiliated community colleges. The Council on Aging, established by the Board of Regents, administers this program. As a result of increased publicity and program expansion, approximately 5,000 older adults have enrolled in classes over the past year.

Other universities and colleges around the country began establishing similar policies in order to attract students from this growing segment of the population, to help offset the declining number of students of the traditional age, and to help improve the life situation of this growing number of older adults. The Harris Poll reports that 29 percent of those over 65 who are still employed would like to learn new skills in order to move into another career or job, and 37 percent of people 55 to 64 are interested in job retraining (I Have Returned to Life, 1977). Community colleges are in an optimum position to help the older person obtain this necessary training.

In Toward A Learning Society (1973), the Carnegie Commission on Higher Education pointed out that tuition costs are a barrier in post secondary education, that student assistance programs benefit the young full-time student, and that by modifying this major barrier, new groups might be attracted, and thus change participation rates. The Harris Poll also listed "cost" as one of the factors mentioned by older adults that prohibited them from taking advantage of educational opportunities. The poverty rate among the elderly dropped from 29.5 percent in 1967 to 14.4 percent in 1977 (American Association of Community and Junior Colleges, 1979). But, increasing inflation is cutting into the spending power of those living on a fixed income. Older persons

from minority groups and single women are especially vulnerable to spiraling inflation. The majority of such students are part-time and, as a result, are not able to take advantage of existing state and federal programs for financial aid. The United States Office of Education does not offer assistance to students who are enrolled on less than a half-time basis (6 credit hours); are not in a degree or certificate granting program in which academic credit will be earned, and who do not meet financial eligibility guidelines.

By the early 1970s many two- and four-year institutions of higher education had established policies that would waive or reduce tuition for older adult students. The initial effort made by these institutions to encourage students 60 years of age and over is reflected in the enrollment figures of 212 colleges and universities. An increase of 253 percent is shown for the academic year of 1972-1973 over that of the previous year (Florio, 1976). The following chart from this report shows that after this first dramatic increase, senior enrollment figures have been disappointing.

ACADEMIC YEAR	INCREASE OVER PREVIOUS YEAR
1971-1972	77%
1972-1973	253%
1973-1974	70%
1974-1975	80%
1975-1976	40%
1976-1977 (estimate)	17%

[Source: Academy for Educational Development, 1976]

Chelsvig and Timmerman indicate that seniors are not taking advantage of the increased number of programs available to them at institutions of higher education around the country.

The literature indicates that older adult students participating in educational offerings are not from lower socio-economic or lower academic backgrounds. Johnstone and Rivera describe adult education participants as persons with a better education than the average adult and with an above average income.

K. Patricia Cross, reviewing a number of major studies on participation in adult learning activities, indicates that "the advantaged classes are being served out of proportion to their numbers in the population." Those who are underrepresented are the elderly, blacks, persons with low educational attainment, low incomes, and those working part-time.

Boshier and Baker report that participants who are attracted to non-fee courses are not from socially or economically disadvantaged groups, but rather appear to be similar to those attracted to fee courses. This study indicates that among lower socio-economic groups, participation in educational activities is "a complex phenomenon stemming from multivariate origins." Chelsvig and Timmerman ask whether educational entitlements to persons based on age, not income, are valid, if indeed these programs are already serving those with adequate incomes.

The United States Senate Hearings for the Lifetime Learning Act provided statistics concerning the 22 million persons over 65 years of age in this country. These included:

- Income. Approximately 19.3 million do not live in poverty, while approximately 3.2 million do; and
- Education. Twenty-three percent of those over 65 do not have a high school diploma, and more than two-thirds of those over 75 have eight years of schooling or less.

For the average senior citizen of today, low income and a minimal educational background limit participation in educational activities.

Further evidence suggests that tuition waiver policies are not attracting older persons whether they are from upper or from lower socio-economic or academic backgrounds. In a 1976 survey of Collegiate Programs for Older Adults, Carol Florio, who surveyed program directors, produced data that attributes enrollment growth to improved programs and an increased number of courses; more effective publicity and recruiting methods, and larger social changes. Only 15 percent of those surveyed attributed enrollment growth to free or reduced tuition.

To increase the effectiveness of tuition waiver policies, Chelsvig and Timmerman report that an institution must provide for an outreach program as well as support services such as simplified registration, counseling, and programs meeting the needs and interests of older adults. A recent follow-up study of support services at institutions with tuition waiver policies indicates that these services are indeed few in number.

SUPPORT SERVICES PROVIDED	INSTITUTIONS REPORTING SERVICES
Registration assistance	25.3%
Outreach	24.1%
Special programs	18.0%
Counseling	14.0%
Organized older student groups	4.8%

Another factor mitigating against the effectiveness of these policies is that the willingness of community colleges to serve older persons with free or reduced tuition courses is a "well kept secret." Atchley and Seltzer mention that these programs are not well publicized and that the older student is not necessarily welcomed by the faculty. The question is raised: do current funding policies for these tuition waivers place a financial burden on the institution so that it is not encouraged to recruit the older student or provide him with the necessary supportive services?□

Findings

Returns were received from 46 state administrators of community colleges. The remaining four states were contacted by telephone; They did not have state-wide policies. Individual community colleges numbering 111 responded to the survey, of which 62 were urban and 49 were rural.

I. STATE-WIDE POLICIES WAIVING TUITION FOR OLDER ADULT STUDENTS

State-wide policies affecting community, junior, and technical colleges exist in 22 states. These include:

Arkansas	Maryland	Rhode Island
California[1]	Massachusetts	South Carolina
Connecticut	Minnesota	Tennessee
Georgia[2]	New Jersey	Texas
Hawaii	New York	Utah
Kentucky	North Carolina	Virginia
Louisiana	Ohio	Washington

(Wisconsin has a state-wide policy for its technical colleges)

[1] Tuition waived for students 18 years of age and older at all state supported institutions.

[2] Constitutional amendment.

Seven states have policies established by the state boards of education. They are:

Alaska	New Hampshire	South Dakota
Nevada	North Dakota	Vermont

(In Wisconsin, 14 colleges under the University of Wisconsin system.)

Two states, Idaho and Kansas, have policies waiving tuition for the four-

year institutions in a state but not for the two-year community or junior colleges.

It should be noted that whereas tuition may be waived at an institution, this does not always mean that registration fees are waived. These may run as high as $60. for certain courses. Nor are books and other materials covered by these policies.

The minimum age at which students may take advantage of these policies is shown in the following chart:

MINIMUM AGE	STATES WITH LAWS	STATES WITH BOARD POLICY
60	9	1
62	4 1/2	2 1/2
65	7	3

(California waives tuition for all students 18 years of age or older who are attending state supported institutions by legislative act)

The remaining states have tuition waiver policies established at one or more individual community, junior, or technical colleges.

A. Policies as mandated actually assist few older students.

☐Policies usually waive tuition for credit courses only. Some state acts or board policies specifically restrict tuition waivers to credit courses. They are:

"Credit Courses Only"

Arkansas
California
Georgia
Hawaii

"Credit Courses on Campus"

Nevada

"Not for Continuing Education Noncredit Courses"

Connecticut
Georgia
North Dakota
Wisconsin

Many policies do not specify the type of course qualifying under the

provisions of the policy, but it is felt that they relate to credit rather than to self-sustaining noncredit courses. Only a small percentage of older adults enroll in credit courses. This low enrollment in credit courses is a definite cost factor. This is illustrated in the following chart. Only the states shown responded to the question asking for enrollment figures of older adult students.

ENROLLMENT OF OLDER ADULT STUDENTS IN CREDIT COURSES (FALL TERM)

	1976-1977	1977-1978	1978-1979
California	--	47,657	44,512
Florida	--	11,965	12,698
Georgia	--	100	100
Hawaii	171	102	127
Illinois	8,103	8,805	14,883
Indiana	--	--	1,117
Louisiana	58	60	132
Maryland (est.)	--	--	1,200
Minnesota	118	163	192
New Jersey	--	149 (Full-time)	149 (Full-time)
Oklahoma	--	3,771	--
Rhode Island	23	31	48
South Carolina	(est.)100	100	100
Tennessee	--	--	402
Virginia	508	515	542

☐Some state policies waive tuition but prohibit institutions from including these waivers in the computation for state funding. They are:

Georgia
Minnesota
New York
South Carolina
Virginia

☐Only two states with highest percentages of older adults have passed tuition waiver legislation on a state-wide basis regulating community, junior, and technical colleges. They are Arkansas and South Dakota.

STATE	% OF PERSONS 65 AND OVER*	SOURCE OF POLICY
Arkansas	12.8	legislative act
Florida	16.1	
Iowa	12.7	
Kansas	12.6	
Nebraska	12.6	
Oklahoma	12.3	
South Dakota	12.5	state board policy

*Factbook on Aging

☐Some states have policies with a space available restriction. Senior students desiring a tuition waiver must wait until after the regular class registration is completed to determine where there is space available. This restriction is part of the policy in 16 of the 22 states with legislative acts, and three of the six and one-half states with state board policy.

Many of the popular classes fill up quickly and seniors must pay to be assured a seat in these classes. This is a definite limiting factor. Evidence suggests that these tuition waiver policies have been legislated or established to appeal to an age group in our population that is increasing in size and power, while actually they provide financial assistance for very few older adult students.

B. States that waive tuition for credit and noncredit courses and indicate that they will fund both types of courses have made a positive commitment to aid the older student.

For example, Maryland's policy serves persons aged 60 or over who are enrolled in classes with ten regular students; North Carolina's policy serves persons aged 65 or older.

The majority of seniors are enrolled in the noncredit community education sector of institutions taking courses offered throughout the district in churches, nursing homes, senior centers, and the like. This is the outreach effort of the college. Funding these courses for an institution allows that institution the incentive to recruit from lower socio-economic and academic groups. Maryland's progressive tuition waiver policy allows state community colleges to engage in extensive outreach activities with the following results: 15 percent of senior students enrolled are from minority groups; and, 12 percent of regular students enrolled are from minority groups.

II. ENROLLMENT DATA FOR OLDER ADULT STUDENTS

The 1980 Directory of the American Association of Community and Junior Colleges indicates that full and part-time enrollments for the fall of 1979 have increased by 4.3 percent over those of 1978. Last year enrollment was down by one percent for the first time in 20 years. State officials credit this year's increase to older persons and women, who usually take courses on a part-time basis. Lifelong

education is a major emphasis of the two-year colleges.

As we have seen, enrollment data for older adult students is difficult to determine. Institutions usually do not break these figures down by age groups. Few responses to this inquiry were received from state administrators. The following chart shows enrollment figures for individual colleges. Participation in credit courses is very low.

ENROLLMENT OF OLDER ADULT STUDENTS IN CREDIT COURSES

Number of Students	Number of Institutions	Percentage of Institutions Reporting
0 - 99	52	46.9
100 - 499	12	10.8
500 - 999	6	5.4
1000 - 4999	5	4.5
5000 and over	1	.9
Institutions not reporting	35	31.5

The figures for noncredit community education enrollment are even more difficult to obtain due to the varying length of the programs, no clearly defined registration time, and the fact that some institutions do not routinely collect community education enrollment figures.

Forty-six percent of the institutions surveyed in this study did not report noncredit community education enrollment as compared with 31.5 percent that did not report enrollment for credit courses.

ENROLLMENT FOR OLDER ADULT STUDENTS IN NONCREDIT COMMUNITY EDUCATION COURSES

Number of Students	Number of Institutions	Percentage of Institutions Reporting
0 - 99	27	24
100 - 499	21	19
500 - 999	2	2
1000 - 4999	4	4
5000 and over	5	5
Institutions not reporting	52	46

The majority of seniors are enrolled in noncredit courses in the

continuing education or community service section of community colleges. The enrollment is reported in the AACJC Directory as community education enrollment. On the annual AACJC questionnaire, the space for this count is often left blank, although the data show an increase of 11.11 percent in the past year. The number of participants for 1978-1979 totaled 3,420,942.

Anticipating a low response for enrollment figures, institutions were asked to indicate the trend in enrollment. Results are shown in the following chart.

ENROLLMENT TRENDS REPORTED BY COMMUNITY COLLEGES

	Number of Institutions	Percentage of Institutions Reporting
Increase	74	66.7
Decrease	5	4.5
No Change	26	23.4
No Answer	6	5.4

Sixty-eight of the institutions report an increase in enrollment, and it is significant to note that administrators view tuition waivers as a fairly important factor affecting this trend.

IMPORTANCE OF TUITION WAIVERS IN ATTRACTING OLDER ADULT STUDENTS

	Number of Institutions	Percentage of Institutions Reporting
Major Factor	47	42.4
Minor Factor	42	37.8
No Factor	14	12.6
No Answer	8	7.2

A 1976 survey (Florio) indicated that at that time only 15 percent of senior program directors at institutions of higher education felt that these tuition policies were responsible for attracting older adult students. However, a little over 42 percent of the two-year schools responding in the survey consider tuition waivers as a major factor.

This change may be due to the fact that the Florio survey included four-year institutions, whereas this study concerned only two-year colleges. Community colleges are more accessible to the majority of the older population as noncredit community education courses are

usually taken out into the community to senior centers, residences, etc. They seem to attract persons with a greater need of financial assistance, so that these policies waiving tuition become a more important factor.

Rising inflation over the past several years has created the need for many to return to school to improve job skills or to acquire new ones, or to learn how to become a discerning consumer. Others return to school for intellectual stimulation or cultural enrichment. "Fun of Learning" was often cited in response to this question on the survey. Noncredit community education courses are an inexpensive activity, especially if there are reduced fees or tuition waivers.

Institutions were asked to indicate other factors that they felt were important in influencing the enrollment trend for senior students at their college. Positive factors resulted in increased enrollments, while negative factors were responsible for a decrease or no change.

OTHER FACTORS CONTRIBUTING TO AN INCREASE OR DECREASE IN OLDER ADULT STUDENT ENROLLMENT

	Number of Institutions Reporting this Factor
Positive Factors	
Outreach and Publicity	17
Special Programs Responding to the Needs of Seniors	17
Convenient Location	14
Larger Percentage of Older Persons in the Population	8
Self Improvement and Job Retraining	5
Administrative Support for a Program	5
Daytime Classes	4
Gold Card Policy	3
Early Retirement	2
Good Previous Education Experience	1
Senior Group on Campus	1
Negative Factors	
Courses Do Not Appeal to Senior Students	5
Lack of Transportation	4
Lack of Publicity	3
Reduction in Staff and Millage Support	3
Inclement Weather in Winter	1
Senior Adults Do Not Fit Into Mission of College	1
Number of Institutions Not Responding	38 or 34 percent

Some of the innovative programs at various colleges that have attracted older adults to courses either on campus or at off-campus sites are described below. They are a sampling of senior programs around the country, and do not include all senior programs at a particular college.

☐Los Angeles Valley College, Van Nuys, California

The Gold Card Program extends without charge the privileges of community service events to persons 60 years of age or older. To date there are 11,562 Gold Card holders. They are entitled to free parking, free or reduced admission fees to college events, such as plays or concerts and special senior classes. They are eligible for job placement aid. The Senior Student Club has two purposes, to support the college with fund raising and volunteer work and provide for recreation and entertainment.

☐Delaware Technical and Community College, Dover, Delaware

The free dental clinic at the College gives many older adults an introduction to the campus and often this familiarity with college facilities results in registration for courses.

☐Central Florida Community College, Ocala, Florida

The handcraft cooperative for senior citizens is a CETA project to train seniors in the production of marketable items that would generate supplemental income. The continuing potential of the project is that senior adults develop a more positive self-concept by becoming self-sufficient.

☐Triton College, River Grove, Illinois

The Retired Citizens Club is sponsored by the College to help older adults develop activities and participate in various programs. Meals are served twice a month in the lounge. On the last Friday of the month there is a business meeting and on the third Friday a social meeting.

☐Catonsville Community College, Baltimore, Maryland

"Senior Survival in the Market Place" is a consumer education project for seniors. The Autumn Players is a senior acting group, and the Second Career Fair informs older adult students of employment opportunities.

☐Essex Community College, Baltimore County, Maryland

"Friendly Seniors" is an organized group on campus with a core of approximately 40 to 50 members that has encouraged involvement in community and college activities. The group has become comfortable interacting on

the campus and, as a result, a number of seniors have enrolled in credit courses and programs.

☐New York City Community College, New York, New York

The Elderly Homebound Program was originally a pilot program in conjunction with United Neighborhood Houses, which has a Senior Companion Program employing senior citizens as friendly visitors to the elderly homebound. The Senior Companions participate in courses which they share with the elderly they are assigned to visit. Ethnic Heritage is a project in which 60 older adults from five ethnic backgrounds were trained to become auxiliary team teachers in elementary schools.

☐Richland Community College, Dallas, Texas

"Older Texans" is a monthly newspaper that is published by the college and it is the only newspaper in the state serving persons over age 55. Its circulation is over 20,000 readers.

☐Tarrant County Community College, Fort Worth, Texas

The "Rent-A-Granny Program" is a free job placement program sponsored by the College and the Area Agency on Aging. During registration week, seniors are hired to aid students of all ages who are going through the registration process.

III. SUPPORT SERVICES

Two of the most important ingredients for attracting older students are outreach, the dispensing of information, and support services for taking the first step, according to Pamela Cristoffel, research and development associate, College Entrance Examination Board.

The following chart shows the support services that are offered by the institutions that were surveyed. As we have seen, they are of considerable importance in increasing the effectiveness of the tuition waiver policies.

It is interesting to note that many of the services were listed in the previous section as factors attracting older adult students. Simplified registration, counseling, and transportation are the exceptions. Simplified registration is perhaps the easiest service to provide. Older adults are often hired to assist other seniors at registration.

SPECIAL SUPPORT SERVICES AVAILABLE FOR SENIOR STUDENTS

Service	Number of Institutions Reporting a Support Service	Percent
Simplified Registration	43	38.7
Counseling	28	25.2
Recruitment and Outreach	23	20.7
Transportation	5	4.5
Special Courses and Programs	4	3.6
Senior Groups on Campus	3	2.7
Senior Advisory Committee	3	2.7
Second Career Fair	1	.9
Institutions Reporting One or More Service	62	55.8
Institutions Reporting No Services	49	44.2

Four schools reported that all support services were available to students of all ages. This illustrates one philosophy of senior programming--the integration of senior students into all college programs. In some institutions this is a necessity because of the small number of students or the size of the school. On the other hand, two large community colleges visited during the courses of the study integrate all age groups as a standard practice--Delta College in University Center, Michigan and Northern Virginia Community College in Alexandria, Virginia. The latter school utilizes three nearby senior residences to expand classroom facilities until their new building is finished; courses here are open to students of all ages.

Other institutions may segregate their senior programs. In Maryland last year 32,866 seniors were enrolled in classes designed specifically for them. These courses were noncredit community education courses usually held at senior centers, nutrition sites, nursing homes, community locations, senior residences, etc.

Adequate outreach programs are expensive to maintain. Sometimes there is an outreach network already established in a community. Catonsville Community College in Baltimore, Maryland made use of an aging referral network that was set up in the area in 1971 under a special grant. Wayne County Community College in Detroit, Michigan utilized CETA funded outreach staff. This effort was not directed entirely at seniors, but many were reached in this manner.

One outreach effort merits mention at this point. Hagerstown Junior College in Hagerstown, Maryland, in cooperation with the U.A.W.

and the Mack Truck Company, works in the plant to inform workers of union "tuition benefits" which are not being used.

Counseling is expensive to provide. Older students often have need of this type of assistance, and persons providing this service should have special gerontological training. Asnuntuck Community College in Enfield, Connecticut has run an innovative pilot program to train a group of older persons as peer consultants. They will work in an outreach capacity, helping older adults who are unable to cope with a prevailing situation by referring them to appropriate community agencies. A similar program might be undertaken by other community colleges to train counselors for work on the campus to assist older adult students.

Why are special support services for older adult students not provided? Institutions were asked to provide reasons if they had not made these services available.

REASONS GIVEN FOR NOT PROVIDING SUPPORT SERVICES FOR SENIOR STUDENTS

Reason	Number of Institutions Reporting
Not enough money	13
Not enough staff	8
Too few older students	7
Traditional focus on transfer and full-time students	2
Same services are provided for all	10
Number of institutions responding	31 or 27.9 percent

Lack of money was a very real concern for many schools. Here again, older volunteers might be trained to assist in various support services that are needed. Even in schools where older students are provided the same services that other students receive, peer outreach workers, registration assistants, and counselors would be a positive addition.

IV. NONCREDIT COMMUNITY EDUCATION DIVISION OF A COMMUNITY COLLEGE IS USUALLY RESPONSIBLE FOR COORDINATING AND ADMINISTERING SENIOR PROGRAMS

In looking at the responses from the institutions, it is evident that the majority of senior programs are run from the continuing education or

community service division of the college. In some instances there is a special senior unit responsible for senior students; and the initiative and enthusiasm of the director of this unit is very often responsible for the size and scope of the program. The following chart shows the division of the college that is responsible for the older adult students and senior programming among the reporting institutions.

DIVISION AT COLLEGE RESPONSIBLE FOR COORDINATING OR DIRECTING EFFORTS FOR OLDER ADULT STUDENTS

Unit	Number of Institutions	Percent Reporting
Continuing Education or Community Services	54	48
Special Senior Unit	11	10
Other College Unit	14	13
No Special Unit, No Answer	32	29

As we have seen, a few students will take courses for credit, but the majority are enrolled in noncredit classes. For this study, it was decided to determine which type of courses provided the training for coping, survival, and development skills that are needed by so many older persons today. What types of courses teach consumer skills, what types of courses need to be taken to upgrade skills or learn new ones? The chart below shows that the majority of these courses are of the noncredit variety.

TYPES OF COURSES IN WHICH COPING, SURVIVAL, DEVELOPMENTAL SKILLS ARE TAUGHT FOR OLDER ADULT STUDENTS

Type of Course	Number of Institutions	Percent Reporting
Credit	18	16
Noncredit	43	39
Both Credit and Noncredit	18	16
No Answer	32	29

In certain states where tuition waivers only cover credit courses, many classes are packaged to conform to the guidelines for credit courses. In other states a number of off-campus courses can be funded if they fall into the category of "developmental" for seniors.

It is of great importance to determine whether senior program efforts are reaching the group of older adults who would benefit the most from such courses. A profile of the older adult student as indicated

by reporting institutions in credit courses is a student 60 to 75 years old, middle class, with a high school education, in good health, a retired professional, white, and most often female. The student in the noncredit courses is 60 to 75 years old but from a more varied economic background (lower to middle class) and academic background (less than high school education to a college level education), a person interested in developing new skills. This person could be a less independent participant from one of the nutrition sites or a more independent retired professional or business person.

The following chart shows the answers to the question, are these senior programs reaching those students with the greatest need for learning, coping, and survival skills?

Response	Number of Institutions	Percent Reporting
Yes	25	23
No	66	59
No Answer	20	18

The above findings indicates the need to provide more effective means of recruiting older adult students with lower socio-economic and lower educational backgrounds. This recruiting requires staff, which in turn requires funding.

V. FUNDING CREDIT AND NONCREDIT COMMUNITY EDUCATION PROGRAMS

INDIVIDUAL COMMUNITY COLLEGES REPORT FUNDING SOURCES

	Number Reporting Use for Credit	Percent	Number Reporting Use for Noncredit	Percent
FTE Funds	71	64.0	24	21.6
Local Millage	26	23.4	13	11.7
Community Service Dollars	9	.8	31	27.9
Special Category Funds	16	14.4	13	11.7

State funding for credit courses is usually based on the number of FTE's reported by an individual institution. Sixty-four percent of the institutions report funding for credit courses from this source.

Noncredit community education courses are usually self supporting except for occupational or vocational or developmental programs for underserved groups such as the handicapped, the elderly, or correctional institution inmates. Additional funds for these courses come from the community service dollars (27.9 percent of the institutions reporting), FTE funds (21.6 percent of the institutions reporting), as well as local millage (11.7 percent of the institutions reporting), and special category funds (11.7 percent of the institutions reporting).

OTHER SOURCES OF FUNDING LISTED BY INDIVIDUAL INSTITUTIONS

Source	Number of Institutions
Institutional or General Funds	3
Other Grants (Local, State, Federal)	3
ADA	2
CETA	2
State General Fund (Alaska)	1
HEA Title I	1
HEW Grant (Limited)	1
ICCB Disadvantaged Student Grant (Illinois Board of Education)	1
Various Community Organizations (Volunteer Funds)	1

At the time when many tuition waiver policies were first established, legislative appropriations for community colleges were very generous. The economic changes of the late 1970's have had a drastic effect on these institutions. Especially vulnerable have been the noncredit community education offerings for which many states allow little or no state funding.

When tuition waivers were first legislated, broad interpretation was given to funding noncredit courses. Several years ago legislators began tightening the funding requirements. Senior programs felt the pinch. For example, Delta College in Michigan was receiving 100 percent state funding for senior programs four years ago, while at present there is only ten percent funding for off-campus offerings. In California, local taxpayers resistance to increasing taxes has had another drastic effect on senior programs. As a result of Proposition 13, senior programs dropped by 50 percent last year.

State administrators listed other sources of funding available at the

state level for senior programs. These include:

State Department of Aging - Illinois
Older Americans Act , Consumer Homemaking Fund - Wisconsin
Higher Education Act, Title I - West Virginia
Federal Adult Vocational Education Dollars - Arizona
Discretionary Funds available through the Commissioner of Education - Florida

In a paper called "The Older Adult and Federal Programs for Lifelong Learners" (December, 1977), Pamela Christoffel identified some 50 federally funded programs that provide education or training activities for older adults. These programs were listed in the 1977 Catalogue of Federal Domestic Assistance compiled by the Office of Management and Budget. She indicates that the number of such programs is misleading, and the activities are fragmented and narrow in scope. Federal efforts are concentrated in the following programs, older adults often being underserved:

Cooperative Extension (Agriculture)
Adult Vocational Education Programs (Office of Education)
Aging Programs and Rehabilitative Services (Office of Human Development)
Comprehensive Employment and Training Program (Labor)
Civil Service Training

The following are highlights of several institutions in states with tuition waivers mandated by state legislative acts:

California has no tuition in state supported schools for credit courses, and after Proposition 13 the legislature eliminated funding for noncredit courses except for a few specific categories. Coping and survival skills for seniors were left out. The following year senior programs were reduced by 50 percent and, as a result, the legislature last summer provided some funding to maintain senior programming at community colleges. Fearful of another cutback next year, institutions are staying fairly strictly within the survival and coping skill guidelines.

☐Example:
Los Angeles Valley College, Van Nuys, California.
This past year 894 seniors were able to take advantage of courses at the college through a Mental Health Grant, "Education is Life for Me." Students were requested to take a pre-course questionnaire and a post-course questionnaire that provided positive data substantiating the benefits of older adult educational activities.

Maryland funds credit and noncredit courses under its tuition waiver

policy. The state pays up to $800 per FTE. This is not as high as in some other states, but in the noncredit division, out of $5,000,000 allocated for courses, $1,500,000 was earmarked for senior courses. Community colleges in the state publicize this policy, and engage in outreach activities to locate persons in need of their educational offerings.

☐Example:

Catonsville Community College, Baltimore, Maryland.
"Everything you always wanted to know about Catonsville Community College--well, almost everything" is a beautifully designed brochure, introducing the college to the community. The type is large and easy to read. One of the questions is, "I'm an older person. What can you offer me?" It is a delightful invitation to investigate what the college has to offer.

New York waives tuition for persons 60 and over for credit and noncredit courses on a space available basis. The state does not fund these waivers.

☐Example:

New York City Community College, New York, New York.
An Adopt-a-Center Program launched in 1978-1979 has enabled the expansion of continuing education offerings. The program provides four courses per year to a specific center adopted by a sponsor. The college intends to vigorously pursue this program funding method in the private sector.

North Carolina has one of the more progressive tuition waiver policies, along with Maryland, funding both credit and approved noncredit courses. There has been some question about the number of noncredit offerings for "captive groups," but the legislature has no problem with positive noncredit offerings for seniors, such as "Human Resource Development." Because the state is trying at this time to develop a more skilled labor force, 75 percent of the noncredit courses offered must be occupationally oriented. This is a major emphasis of the system, and older student groups do not hold as high a priority as do younger groups.

☐Example:

Central Piedmont Community College, Charlotte, North Carolina.
Because of the 65 year minimum for taking advantage of tuition waivers in the state, the college assists persons 55 to 64 who are unable to pay regular tuition with an "Older Adult Account." This is a foundation that is funded by private individuals in the community.

Virginia allows persons over 60 with a taxable income of less than

$5,000 to enroll for credit courses free of tuition, but hours generated may not be counted for state funding.

☐Example:

Northern Virginia Community College, Alexandria Campus, Alexandria, Virginia.

Seniors taking courses with a tuition waiver are a burden for the college because of the various steps of hand processing their forms. This policy is not publicized because of the cost to the institution. Seniors may also enroll in audit or noncredit courses free of tuition, but space available is a limiting factor. These noncredit community education courses must be self-sustaining, and are held usually at night, which is another limiting factor.

The following are highlights from states with no state-wide policy for waiving tuition for older adults:

Arizona has no state-wide policy but in 1975 six community college districts formed a consortium, applied for and received a 30-month Higher Education Act, Title I-A, grant for $100,000 annually to fund a model project entitled "Six Dimensions for People over Sixty." One community college was selected from each of the six planning districts. One of the purposes of the grant was to increase the number of older students involved in educational activities. It also provided valuable seed money to support courses requested by senior adults, including many noncredit activities not funded by the state. The community colleges that took part in the project were Eastern Arizona, Miracopa, Mohavi, Pima, Pinal, and Yavapai.

Florida is a state where the over-65 population is approaching 20 percent of the total population. A bill that would have waived tuition for persons 65 and over failed to pass. Discretionary funds for senior programs are available through the commissioner of education.

☐Example:

Miami-Dade Community College, Miami, Florida.

"Project Elderly" is part of the community services division of the college and it concentrates its efforts in three areas of service:

1) Information and referral. This is important since many older persons are new to the area.

2) Activities. Both educational and recreational activities are provided.

3) Employment. Opportunities are provided for those desiring work.

The project attempts to overcome the barrier of transportation by taking its services to where its participants live and, to offset the financial barrier, there are low-income tuition waivers.

In Michigan, several proposed bills for tuition waiver policies have not passed the state legislature. Robert Cahow, president of the Michigan Community College Association, commented that "Education for older people is important, but the money must come from somewhere. Therefore, it would not be appropriate for the state to mandate a program without offering supporting funds." Over the years, individual colleges in the state have developed the practice of issuing Board Scholarship grants because Michigan law stipulates that support can not be provided without strings attached.

☐Examples:

Delta College, University Center, Michigan.
Each year money from the general fund is placed in the tuition grant fund. The amount of money is determined on the basis of projected headcount and credit production for the older population. The 1977-1978 enrollment for older students was 1,412. Gerontological career training also helps fund other senior programming.

Wayne County Community College, Detroit, Michigan.
The senior program was developed under an HEA Title I grant from the state. Funds have been provided for outreach, identifying supportive teachers, selecting courses, and modifying them for older students. The picture on the front of the Community Services-Continuing Education Schedule of Fall 1979 Classes is a bridge with the title "Continuing Education: A Bridge to Richer Tomorrows." This is also significant as the bridging efforts in the senior program have been quite successful. Once a person completes a first community service class he or she receives a certificate, and before the beginning of the next semester is mailed a schedule of classes for this division as well as one for academic classes. The academic enrollment of persons over 56 is 14.9 percent of the total academic enrollment in 1979.

One other school where bridging is highly successful is Los Angeles Valley Community College, at which 50 percent of the credit students come through noncredit courses. In many schools there is little crossover from noncredit to credit courses. It would be interesting to investigate the factors influencing this crossover in a future study☐

Financial Aid for the less than Part-time Student

The less than half-time student in most cases pays more than once for his or her education--as a taxpayer in the community, and through some sort of tuition for the privilege of taking a course.

In the fall of 1978 part-time students accounted for 68 percent of the enrollment at community and junior colleges, but these students received fewer than eight percent of the federal student aid dollars. Most of these students do not qualify for financial assistance because they are enrolled less than half-time and are not in a degree or certificate program.

David Breneman, senior fellow, The Brookings Institution, testified before the Subcommittee on Post Secondary Education, Committee on Education and Labor, U.S. House of Representatives, May 9, 1979. The question was whether eligibility for federal student assistance should be extended to students enrolled for less than one-half time. He made the case that the less than half-time student is probably taking only one course, in most instances in the noncredit area, with administrative costs being too great for the amount of aid received. He also felt there was an administrative barrier caused by existing application procedures for those persons most desiring of such aid. BEOG grants are restricted to students who are engaged at least half-time in working toward a degree.

Breneman suggested that "tuition waivers would be the best form of aid, awarded on campus upon receipt of a simple application certifying the student's low income. A case could be made for state governments being the logical source of such aid. Not only would the administration be simple, but most recipients are likely to be permanent residents of the state." If the committee decided in favor of federal support, he urged that "on administrative grounds funds be provided to student aid officers to use for tuition waivers rather than altering eligibility under BEOG. In that way support can be directed most effectively and at least cost to the most needy individuals."

This brings up the question of whether tuition waiver policies should be based on an income limitation requirement. Some administrators feel that such a requirement would present an administrative headache. Two states have such a limitation as part of their state-wide policy. Virginia has a $5,000 income limit for taking credit courses, and Massachusetts a $12,000 limit. More states are beginning to reconsider their policies in view of adding such a restriction. Taking into account Boshier and Baker's findings that participants who are attracted to non-fee courses are similar to persons attracted to fee courses, it might be prudent to award tuition waivers on a need basis--especially with limited funding available for their use.

Members of Congress have been rewriting the Higher Education Act, which was amended last in 1976. In the fall of 1979, the House Committee on Education and Labor adopted a bill that would significantly change the Act. The new Title I is largely the work of Representative Ratchford, democrat from Connecticut, a former Commissioner of Aging in that state. The section on Educational Outreach Programs includes:

1) State and Federal Grant Programs in Continuing Education. Ten percent of the federal dollars given to states for financial aid is to be for S.S.I.G.'s for part-time student enrollment.

2) State services providing better information and counseling to adults who are making educational and occupational decisions, particularly the disadvantaged□

Implications for the Future

According to Atchley and Seltzer, "Each community college has a mission that is uniquely its own, and it is important that the college's programs are consistent with this mission." We have seen senior programs develop along very different formats, and funded in very different ways. One mission these colleges have in common has been to provide the older adult with educational opportunities that will enable him or her to remain in the mainstream through paid or volunteer employment.

The 1979 Louis Harris Report indicates that:

> "more than half of today's employees would prefer to continue working either full-time or part-time at the same job, or a less demanding one instead of retiring."
>
> "46 percent of today's retirees would prefer to be working."
>
> "42 percent of today's employees do not have confidence that Social Security will pay them the benefits to which they are entitled."
>
> "the current tendency toward earlier retirement may be revised in the not too distant future... there are already signs of change."

Senior citizens are one of our few untapped natural resources. Among the implications for business in the future will be the restructuring of jobs for older persons that will be less demanding but will utilize their skills and experience. Moreover, part-time employment will become more widespread, and employers will be more likely to welcome older workers.

Implications for community colleges will be that of improving for skill upgrading as modern technology hastens skill obsolescence; providing counseling services to help with occupational decisions for second and third careers; and, to ensure that succeeding generations of older citizens will have a higher level of educational attainment and will take greater advantage of educational offerings.

Inflation is expected to continue to be a problem in the near future,

and funding for educational institutions will become tighter. Financial assistance for the less than part-time student will have to be on a need basis. Application procedures for this aid will have to be kept simple, so as not to pose an additional barrier for those in need of financial aid.

Tuition waivers are a valid means of providing this financial aid for the older student and will need to be awarded with income restrictions. Counselors at the institutions should be knowledgeable in the provisions of these policies, and provide guidance when they feel that there is need for financial assistance.

State legislators, boards of higher education, and individual institutions will need to develop a data base for future policy decisions. Today many chief administrative officers suffer from a lack of information concerning the older adult student. Ohio has recently completed a study on tuition waivers at state institutions of higher education. North Carolina has a profile of its older adult student. Maryland's Board of Community Colleges has just surveyed persons registered in continuing education courses to determine how the person learned about the course, reasons for taking the course, whether there is a relationship between course and career, current employment status, career area, and highest level of education attained.

Policies when legislated should waive tuition for noncredit as well as for credit courses, and fund these waivers so that state institutions will publicize these policies and have the financial means to provide the necessary support services and outreach. It is to be hoped that a network of aging service agencies is already in place so that efforts will not have to be duplicated in locating the underserved.

Community colleges will strengthen bonds with business and industry in their districts to determine ways of providing needed services and develop financial support; they will establish and maintain ties with alumni for volunteer assistance and for future giving. Foundations are being established at many institutions around the country to develop another base of support. Many programs will benefit, including those for the older adult student□

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